



Newsletter for the Update of the Indianapolis-Marion County Comprehensive Plan

DECEMBER 2002

Comp Plan Reaches Another Milestone



The Indianapolis Insight Comprehensive Planning Process reached a major milestone this fall, completing the land use mapping processes for the Pike Township and Wayne Township Planning Areas.

The public input portion of the process involved a series of seven meetings in each planning area plus several special additional meetings.

The typical meeting format was to begin as a large group, review the previous meeting's work and then discuss a topic pertinent to the planning process. The topic at the first meeting was an overview of

the Community Values Component. Subsequent topics included environmental factors, parks, explanation of planning jargon, and a review of the mapping standards.

Meeting participants would then break out into three smaller groups. Each group would discuss a particular geographic area of the township. Persons were able to move from group to group as their interest dictated. Within these small groups, staff would present their land use recommendations and the reasons for the recommendations. Then the small group would discuss the appropriateness of staff's propos-

als. Generally staff and the meeting participants were on the same wavelength, although a few changes were made at every meeting.

Discourse in the meetings was civil and respectful. Participants tended to be well informed and eager to discuss staff's land use and critical area proposals. Staff worked to make sure that everyone was given their fair opportunity to be heard and have their comments seriously considered.

Pike Township Planning Area

Meetings in Pike Township began in May and concluded in September. Excluding City staff persons, 87 different persons attended at least one meeting in the process. Total attendance for the seven meetings was 163, which makes for approximately 300 hours of volunteer time given to this effort.

Average attendance at the meetings was 23. In most planning processes the early meetings are the most well attended with attendance dropping off in the later meetings. This was not the case here. Attendance at these meetings built as the process went on. The average participation at the first three meetings was 16. The average attendance at the final four meetings was 29.

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How Commercial Creep Can Affect Your Neighborhood

No, commercial creep is not the next door neighbor that sells used appliances out of their house. Commercial creep is a term that describes a particular form of urban sprawl. It refers to the piecemeal conversion of residential properties to commercial uses along a busy thoroughfare. The converted properties may increase traffic congestion, air pollution, water runoff, and noise. As a result, adjoining residential parcels begin to lose property value and decline, which encourages them to be rezoned to commercial as well. The rezoning pattern then continues until a domino effect occurs and erodes the effectiveness of any comprehensive plan recommendations. The residential properties behind the newly rezoned commercial areas may begin to deteriorate as well. These residential properties are located within the subdivision, and do not have the option of selling out to commercial developers.

In most cases, the incompatible land use that invades residential areas is commercial, but other scenarios also apply. In Silicon Valley, office creep occurred when dot-com start-ups began moving into downtown storefronts to counteract the shortage of office space. As a result, rents increased and traditional services sought by local residents were displaced farther out. In Kirkwood, MO, condo creep is eliminating single family housing and increasing the amount of higher density housing, adding traffic congestion for a town of 31,000.

The mission of the Indianapolis Insight is the long term

viability of the community, so the issue at hand for comprehensive planning is: "Does rezoning residential parcels along busy thoroughfares to commercial, for the benefit of the homeowner's resale value, benefit the surrounding community?"

In most instances we believe that commercial creep does not benefit the community overall. We feel there is a need for a mix of land uses in each portion of the city including commercial. However, commercial has its place and should not be valued at the expense of established residential neighborhoods.

Generally, there are already enough existing commercial areas designated by the comprehensive land use plan and more will be designated in appropriate locations as the city grows outward. These commercial areas are normally located near major intersections where they have a stepping down of intensity in land use, additional screening and compatible land uses nearby that have been designated by the comprehensive plan. The major intersections provide easy access for residents and help facilitate the flow of traffic.

Currently, the economy has caused the market for commercial properties to be depressed, resulting in a number of vacant storefronts. By adding newly rezoned commercial parcels in residential neighborhoods, the marketability of the commercial areas would be depressed further by drawing traffic away and increasing traffic pressures on residential neighborhoods.

If residential rezoning for commercial use is inevitable within

a neighborhood, then residents should determine which rezoning would be a best case scenario. The rezoning may bring neighborhood commercial uses into an area that needs services. It may also allow some office buffering that, while busy during the week, is quiet evenings and weekends. Or a big box might develop that could have late hours and add traffic congestion.

To help combat commercial creep, residents should actively participate in the comprehensive plan revision process. This allows residents to help determine if there is a need for additional commercial development, and where it should be placed. Strong neighborhood associations can also have a voice in combating commercial creep by working with current planners to help determine if new commercial developments are neighborhood compatible. In addition, neighborhoods that actively engage residents in upkeep and revitalization of their residential properties will benefit as well. If the common average house value is elevated due to the upkeep of the neighborhood, developers may pass over the area in favor of other properties.

Several other opportunities exist to help combat commercial creep as well. As residents, we need to be supportive of existing commercial in our neighborhoods to help keep them viable. We need to encourage the creative reuse of vacant buildings and the redevelopment of in-fill parcels. Well-planned developments for both residential and commercial properties should be realized and encouraged.

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New Plan Will Acknowledge Historic Villages



New Augusta Grain Elevator

Indianapolis Insight has ushered some exciting new concepts into Marion County's Comprehensive Plan including the Village Mixed-Use land use category.

At the dawn of the Automobile Age the City of Indianapolis made up the center of Marion County with a number of small towns dotted around the outer areas. Since these were fully functioning small towns with their own business districts, institutions and residential areas land uses were more mixed than in the typical modern development.

Although Indianapolis has grown out and around these small towns (or soon will), many of them wish to retain their distinctive character. However, until now there has been no land use category that readily accommodated these villages. The Village Mixed-Used category was devised in large part to fill this void.

Village Mixed-Use should be used for existing, historically rural, small towns, which wish to continue as neighborhood gathering places. It allows a wide range of small businesses, housing types, and public and semi-public facilities. It envisions a mixed-use core of small, neighborhood office/retail nodes, public and semi public uses, open space and light industrial

development. Residential development densities vary from compact single-family residential development and small-scale multi-family residential development near the "Main Street" or "Village Center" and progress to lower densities outward from this core.

Potential development in these areas should focus on design issues related to architecture, building size, parking, landscaping and lighting to promote a pedestrian-oriented "village" or "small town" atmosphere, rather than focusing on residential density. Strip commercial development (integrated centers setback from rights-of-way by parking areas), large-scale freestanding retail uses and heavy industrial development are generally inappropriate within this land use category.

Although many of these former small towns were developed around the same time period and thus have many similarities, each is unique. The Village Mixed-Use category is intended to preserve these unique qualities. Within the Comprehensive Plan, the Village Mixed-Use areas will be considered Critical Areas. This will allow a more detailed description of the area and its preferred preservation, development or redevelopment options.

The Village Mixed-Use category can also be used in undeveloped areas where the establishment of a village-style development would be desirable.

In the Comprehensive Plan Updates of the Pike Township and Wayne Township Planning Areas, four locales were designated as Village Mixed-Use. They are the Village of New Augusta, the Town of Clermont, the vicinity of Main



Cable-Hollingsworth House in the village of New Augusta

Street in the Town of Speedway and a partially-developed, partially-undeveloped area in Pike Township along Lafayette Road.

The Comprehensive Planning staff expects that other small town areas within the County will also want to make use of this land use opportunity.

*"A hundred years
after we are gone
and forgotten those
who never heard of
us will be living with
the results of our
actions"*

Oliver Wendell Holmes

How...

Continued from page 2

The City will continue to grow and change. The Comprehensive Plan advocates for positive change that benefits the community at large as opposed to selective change for the benefit of a few.

Members of the Indianapolis Insight: Implementation Committee Announced

Mayor Bart Peterson has announced the appointment of 17 members of the community to the Indianapolis Insight Implementation Committee. This committee will guide implementation of the recommendations developed during the first phase of the Comprehensive Plan update process, the Indianapolis Insight Community Values Component.

The Indianapolis Insight Community Values Component is the result of an extensive public involvement process. In addition to common comprehensive plan issues such as land use, transportation and the environment, this plan branched out into many related fields. This resulted in a large number of recommendations for new or revised policies, procedures, programs and ordinances.

Implementation of any comprehensive plan is a multi-faceted undertaking. Implementation of this particular plan will be especially complex due to the large number of recommendations.

Two implementation committees are proposed. The newly formed Committee will be devoted to intra-county implementation issues. A later, second committee will be comprised of citizens and planning professionals from throughout metropolitan Indianapolis to discuss issues of regional cooperation and communication.

The Implementation Committees will be standing committees that will continue throughout the life of the Plan. Committee members will assist the City in prioritizing the recommendations of the Community Values Component and will assist with, and monitor,

the progress towards achieving the recommendations.

The responsibilities of the In-County Implementation Committee members are to:

- Assist in prioritizing the implementation of the plan's recommendations,
- Set a standard of looking at issues comprehensively and over the long term rather than at narrow concerns or immediate crises,
- Work on development of new policies, procedures, programs and ordinances (relatively simple changes),
- Recommend persons to work on committees that will develop new policies procedures, programs and ordinances (more complex changes),
- Encourage participation in the implementation process by groups that traditionally do not get involved,
- Monitor the progress of the implementation process to make sure that it continues to move forward.

The Indianapolis Insight Implementation Committee members are:

Harold Anderson, Metropolitan Development Commission

Ken Bartlett, Decatur Township Civic Council

John Braun, MCANA (Perry Township)

Sally Getz, Greater Allisonville Community Council

Jason Larrison, Hoosiers for Transit Options

Greg Lindsey, IUPUI-SPEA

Remo Mezzetta, Associated Builders & Contractors

Jeff Miller, Earth Day Indiana

Brian Murphy, Metropolitan Development Commission

Vop Osili, Board of Zoning Appeals

Al Polin, Mapleton-Fall Creek Umbrella Organization

Cherish Pryor, Indianapolis Chamber of Commerce

Chris Pryor, Metropolitan Indianapolis Board of Realtors

Sherry Seiwert, LISC

Greg Silver, Land Use Committee of the Indianapolis Bar Association

Roger Stephens, Builders Association of Greater Indianapolis



COMPREHENSIVE PLANNING STAFF

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Implementation Survey...

To assist the Indianapolis Insight Implementation Committee in serving the needs of the community, please rank the following recommendations for revisions to the zoning ordinances. These recommendations come from the Indianapolis Insight Community Values Component.

Please use the following number scale:

- | | |
|-----------------------|----------------------|
| (1) Critical Priority | (3) Average Priority |
| (2) High Priority | (4) Low Priority |

Please reserve the (1) Critical Priority category for the issues you hold to the highest importance.

Return the completed survey to the:

Division of Planning, Comprehensive Planning Section
 1841 City-County Building
 200 E. Washington Street
 Indianapolis, IN 46203

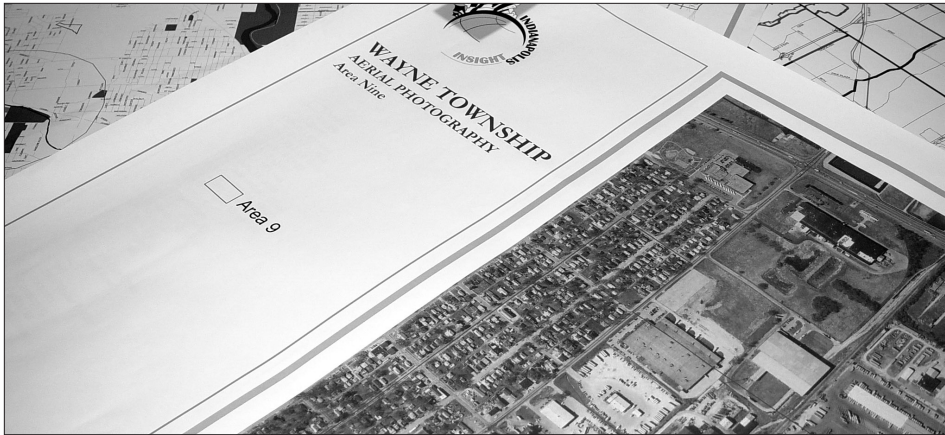
Or fax it to the Comprehensive Planning Section at 327-5103.

1	2	3	4	Recommended Ordinance Revision
Dwelling Districts				
				Amend the cluster option to allow transfer of preserved open space to Indy Parks at the approval of the Dept. as it meets their mission.
				Require community open space within residential developments over a certain size.
				Amend the DP ordinance to require connection to a wastewater system.
				Limit lot reduction under the cluster option by establishing a district-by-district minimum lot size.
				Allow shared driveways to reduce overall lot imperviousness.
Commercial and Industrial Districts				
				Increase buffering between commercial/industrial areas and residential areas.
				Require sidewalks and establish standards for pedestrian safety.
				Allow adult education facilities within commercial and industrial zones.
				Incorporate aesthetic development considerations/standards, particularly as they relate to major streets and highways.
				Refine parking requirements.
				Institute parking maximums.
				Require a greater level of landscaping within parking lots.
				Further control on-premise signs and reduce the number of off-premise signs (billboards).
Other Zoning District Ordinances				
				Update the Wellfield Protection Zoning Ordinance.
				Update the Gravel, Sand and Borrow Zoning Ordinance.
				Provide for a Airport Perimeter Zoning District which would prohibit residential development within appropriate noise contours and establish aviation easements.
				Revise the Subdivision Control Ordinance to require developments to include more than one exit.
				Amend the appropriate ordinances to require connection of new subdivision streets to existing "stub streets".
				Amend the light and noise provisions of the zoning district ordinances to add specificity with the goal of making these provisions easier to enforce.

Thank you for your time and help.

Milestone...

Continued from page 1



There are numerous changes from the 1990-1993 Comprehensive Plan for Pike Township. Among the most striking differences are the areas designated as Village Mixed-Use.

One of the new Village Mixed-Use areas was New Augusta. Since the previous update of the Comprehensive Plan the Village of New Augusta has been declared a local historic district. Historic District status will help protect the historic character of the village's structures. The Village Mixed-Use should help the area retain its traditional mix of land uses.

The other Village Mixed-Use designation was in the area south and east of the intersection of Lafayette Road and 56th Street. This area is a combination of vacant land, a brand new elementary school and some 1960s era residential and office development. The Village Mixed-use for this site envisions tying this area together with a more neighborhood and pedestrian friendly street pattern so that it becomes a community rather than a collection of land uses with little connection to each other.

Also of note in this update of the Comprehensive Plan is the designation of eight Critical Areas in Pike

Township. In addition to the two Village Mixed-Use areas, Critical Areas were established:

- to protect water resources,
- to protect residential and office areas from commercial and industrial encroachment,
- to protect commercial and industrial areas from residential encroachment, and
- to accommodate industrial expansion while protecting a notable woodland and area of steep slopes.

Wayne Township Planning Area

The Wayne Township Planning Area also included portions of northwestern and southwestern Center Township. Meetings in the Wayne Township Planning Area began in June and ran through October. A separate meeting for the northwestern portion of Center Township was held in September.

Excluding City staff persons, 77 different persons attended at least one meeting in the process. Total attendance for the seven meetings was 176, which makes for nearly 350 hours of volunteer time.

Average attendance at the meetings was 25. Like Pike Township, attendance built as the process went on. The average participation at the first three meetings was 17. The

average attendance at the final three meetings was 36.

The Northwest Center Township meeting was attended by 22 persons.

The Village Mixed-Use category was used in two locations in Wayne Township, in Clermont and along Main Street in Speedway.

The Airport-Related Mixed-Use category was used in proximity to Indianapolis International Airport. This category expressly excludes residential development due to airport related noise. Several existing residential areas were given this designation to discourage further residential development in them.

In addition to the Village Mixed-Use areas, eight Critical Areas were established. They are intended to call attention to:

- a major street realignment,
- redevelopment of a declining industrial area,
- the interface of residential and industrial uses for the protection of both,
- the interface of residential and commercial uses for the protection of both,
- future park space, and
- a potential rapid transit station.

Presentations of the updated Plan were made to the Clermont Town Council and the Speedway Town Council.

An additional meeting was held with persons from both Pike and Wayne Townships to discuss issues of mutual concern along the townships' common boundary.

Adoption of the new Land Use maps will be done for the entire county upon the completion of planning processes for all eight Planning Areas. This is likely to occur in mid to late 2004.

Order Form

Use this form to order the Indianapolis Insight Plan Community Values Component, the Indianapolis Insight Land Use Mapping Handbook or the Indianapolis Development Assets (IDA) book.

The Community Values Component guides development of the second phase of the Comprehensive Plan update and also includes planning principles, value statements and recommendations for new and revised policies, procedures, programs, and ordinances. The first copy is available free of charge. Additional copies are \$5.00.

The Land Use Mapping Handbook is a short, user-friendly guide to the land use mapping process. The Land Use Mapping Handbook is available free of charge.

The Indianapolis Development Assets book is an atlas of useful information on the population, economy, natural resources transportation, infrastructure government, housing and quality of life in Marion County. The IDA book is available for \$15.00.

To receive copies of these documents, please return this form to:

Division of Planning, Comprehensive Planning Section

1841 City-County Building

200 East Washington Street

Indianapolis, IN 46204

Or fax it to the Comprehensive Planning Section at 327-5103.

Name _____

Address _____

City, State Zip _____

_____ Indianapolis Insight Plan, Community Values Component

_____ Indianapolis Insight Land Use Mapping Handbook

_____ Indianapolis Development Assets Book

Meeting Dates...

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Approximately nine meetings will be held in each planning area. If more meetings are needed to complete the work, more meetings will be added to the schedule. The content of each meeting will build upon the outcomes of the previous meetings.

The planning areas are loosely based on townships. Areas with neighborhood or corridor plans will not be re-planned. The few portions

of Center Township not covered by a neighborhood or corridor plan will be planned with their neighboring township.

The Lawrence Township Planning Area includes all parts of Lawrence Township except those areas covered by the 38th & Shadeland Area Plan, the Pendleton Pike Corridor Plan and the Far Eastside Neighborhood Plan.

The Perry Township Planning Area includes all parts of Perry Township except those areas cov-

ered by U.S. 31 & South Madison Avenue Corridor Plan, the Concord Community Plan and the I-65/County Line Road Strategic Plan. The Perry Township Planning Area will include a portion of southeastern Center Township that has not the subject of a neighborhood or corridor plan. It will also include the entire City of Beech Grove, including the portions of Beech Grove in Franklin and Warren Townships.



The View: Newsletter for the Update
of the Indianapolis-Marion County
Comprehensive Plan
City of Indianapolis
Comprehensive Planning
200 E. Washington St., Suite 1841
Indianapolis, IN 46204

Meeting Dates For Lawrence And Perry Townships

The land use mapping phase of the Indianapolis Insight Plan continues with meetings in the Perry Township and Lawrence Township Planning Areas.

At these meetings recommended land uses will be proposed for each parcel of land within the planning areas.

The first four of an estimated nine meetings for the Perry Township Planning Area will be held at the following times and locations:

1st meeting

Monday, January 6 7:00 p.m.

Abraham Lincoln Elementary School

5241 Brehob Rd.

2nd meeting

Monday, January 27 7:00 p.m.

Southport Elementary School

261 E. Anniston Drive

3rd meeting

Tuesday, February 18 7:00 p.m.

Faith United Church of Christ

4040 E. Thompson Road

4th meeting

Monday, March 10

7:00 p.m.

Abraham Lincoln Elementary School

5241 Brehob Rd.

The first four meetings for the Lawrence Township Planning Area will be held on these dates and places:

1st meeting

Monday, January 13 7:00 p.m.

Lawrence North High School cafeteria

7802 Hague Rd.

2nd meeting

Monday, February 3 7:00 p.m.

*Lawrence North High School cafeteria
7802 Hague Rd.*

3rd meeting

Monday, February 24 7:00 p.m.

*Fall Creek Valley Middle School cafeteria
9701 East 63rd Street*

4th meeting

Monday, March 17 7:00 p.m.

*Fall Creek Valley Middle School cafeteria
9701 East 63rd Street*

Although the meetings are being held on a township basis, the results from each township will be put together to form an overall Land Use Plan for Marion County.

The meetings are open to all Marion County citizens who wish to be involved.

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